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thought that it will be helpful to all members during the recess as a convenient reference to committee actions during the last session of the 86th Congress.

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**Report of the Committee on Work of the  
and Civil Service During the last session  
of the 6th Congress.**

## EXTENSION OF REMAINDERS

**HON. TOM MURRAY**

IN THE HOUSE OF REPRESENTATIVES  
At the First Session, 11, 1860.

Mr. MURKIN: Mr. Speaker, the House Post Office and Civil Service Committee in the 1st session of the 86th Congress has established a remarkable record of confirming progress with respect to Federal employee ~~and~~ postal legislation.

The Committee record in behalf of Federal employees is especially noteworthy in the light of the major employee benefit package in the closing session of the 85th Congress, including a 10-percent cost-of-living increase for over 200,000 postal employees and nearly 1 million nonsalary employees; a 10-percent cost-of-living annuity increase for approximately 100,000 retirees; and a number of fringe benefits. The additional employment benefits granted in the session have been particularly significant when viewed against this background of important salary increases and other benefits to which they will be added.

The record of the committee also is of credit to the service, interest, and the cooperation of every member of the Post Office and Civil Service Commission. Both our chairman and his chairman of the committee I believe this opportunity to express through member my deep appreciation for a job well done. The members have been most loyal and conscientious in their attendance at committee meetings and in the close attention they have given to committee legislation and special studies. In my judgment we have never had a committee membership more able, more informed, and more devoted to carrying

thought it would be helpful to all members during the recess as a convenient reference to committee actions during the last session of the 86th Congress.

This legislation enables the Federal employees fringe benefits program minimum \$222 million annual benefit program, with the Government employees sharing the cost. It also provides for a mid-year review of the program and the value of the other benefits. The bill is to be effective October 1, 1962.

**CONSERVATION OF FEDERAL STAFF** - The committee developed and approved H.R. 5752, known as the "Conservation of Federal Staff Act," which directs certain Federal employees of the right to a Monday off when a holiday falls on Saturday or Sunday. It requires that every employee be given at least one day off in lieu of Saturday or Sunday.

THE VINTAGE OF 1961 IS THE BEST  
VINTAGE SINCE 1959. IT HAS  
A FRESH, FRUITY FLAVOUR,  
WITH A SMOOTH, EASY DRINK.  
IT IS THE IDEAL WINE FOR  
EVERYDAY DRINKING.

subsidized and financially supported by the State. The cost of medical services which employees will be able to obtain protection against cost from the office will give preference of normal medical care and other treatments, exclusive of major medical expenses in case of catastrophic illness.

gram also improves the competitive position of the Government in the recruitment and retention of competent civilian personnel.

addition of the health program to the existing fringe benefits package for Government employees—which already includes retirement and survivor annuities, group life insurance, annual and sick leave, pay for job-connected injury or death, uniform allowances, and other benefits—places the Government on a substantially equal basis with progressive private enterprise in respect to employee fringe benefits.

In cooperation with the Department of Defense and places in effect the Executive recommendation. It is also a direct implementation of a unanimous committee recommendation contained in House Report No. 3106, 84th Congress.

This act eliminates serious problems in the compensation and employment conditions of overseas teachers which stem primarily from the fact that they have been employed under civil service laws

Basic and extended health protection is made available to 2 million employees and their dependents—some 4.5 million individuals. There will be free choice among four separate health plans, including a service benefit plan, such as the Blue Cross-Blue Shield organizations offer; an independently run service now offered by certain insurance companies; any one of several federal employee organization plans; and a comprehensive medical plan on either a group-practice or individual-whatever-prepayment basis. The plans will provide a wide range of hospital, surgical, medical, and related benefits. Both the service and the indemnity plans will include at least two levels of benefits. Thus, each employee will be able to select the plan best suited to his own needs.

Under civil service law and rules designed for full-time classified employees—not for the teaching profession. For example, although the school year lasts only 9 or 10 months, overseas teachers' salaries have been on an annual basis, as in the case of all usual classified employees, so that they were being paid only nine or ten-twelfths of the annual salary. They have been subject to the Annual and Sick Leave Act, which is entirely unsuitable in view of the school recess periods at Christmas and Easter and in the summer months. They have been receiving no pay or very low pay over extra differentials and allowances during these recent periods."

The Government's contribution generally is 50 percent of the cost, but not less than \$1.25 or more than \$1.75 bi-weekly for an individual employee and not less than \$3 or more than \$4.25 bi-weekly for an employee and family, subject to certain special exceptions. Employees need not rise any higher than the Federal Employees Pay Act of 1949, the Animal Care Service Act of 1951 and other unsuitable laws and regulations. They will have a separate salary and allowance system adapted to the requirements of the school program and consistent with that followed in the school system in the District of Columbia.

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existing law, the allowance for dependents will provide payment for the benefit of the dependents of the school system.

This new law will contribute greatly to maintaining instructional and educational levels in schools for dependents of military personnel comparable to the levels which would be available were such personnel on duty in the United States.

#### DIFFERENTIALS AND ALLOWANCES

Another important employee measure developed by the committee through its Civil Service Subcommittee studies over the past several years is contained in H.R. 3758, passed by the House September 14, 1958. This bill will give an opportunity administration to increase the benefits of the government employees, including a coordinated and consolidated uniform system of compensable American citizens employed abroad by the Government for additional risks, hardships and inconveniences incident to their working assignments abroad. There will be no compensation difference between employees serving overseas and those serving at home.

The bill states that the American Government should provide compensation for the services of employees incident to the assignment abroad. This is because "those assignments involve greater risk and above expenses than current employees in the United States and involve greater conveniences, and often different environmental conditions, or employment in areas where additional compensation is necessary."

The bill consolidates wide variety existing provisions of law relating to allowances and differentials with the key categories of Federal employees in foreign areas. Provision is made for temporary lodging allowance after arrival at a new overseas post and before final departure from the post; reparation rates to make substandard quarters habitable; the inclusion of water as a utility covered by quarters allowances; advance payment of quar-

ters allowances for dependents where a separate annuity is necessary for them away from the post of duty; a post allowance to compensate for living costs in the area in Washington, D.C.; a gratuity upon assignment to a foreign post or in a post in the United States between foreign assignments; separation of children; one round trip to the United States and back—for secondary or college education; a hardship differential not exceeding 25 percent of basic pay for foreign conditions of assignment warranting additional compensation; payment for removal of household goods and furniture and personal effects of dependents in foreign posts.

Under the bill, dependents of diplomatic and other government employees will receive the same benefit as the dependents of civilian employees. This will mean that dependents of diplomatic and other government employees will receive the same benefit as the dependents of civilian employees.

This legislation is intended for other employees who complete 24 months of continuous service abroad. In addition to the annual leave, authority to accumulate up to 45 days of annual leave now available to classified civilian employees abroad is extended to employees of agencies operating under the Foreign Service Act of 1947.

Existing income tax exemptions for foreign areas allowances—but not post differentials—are continued in effect for the foreign areas allowances contained in the bill.

The value of the additional employee benefits provided by this legislation is estimated at \$1 million annually.

#### GENERAL RETIREMENT BENEFITS

H.R. 4601, developed by a special committee of the House, a component of the Civil Service, and passed by the House April 14, 1958, will correct certain harshnesses caused by Public Law 104, the Retirement Commission of 1955. The bill provides for a general increase in the annuity of all retired civil service employees, including survivors, and increases the minimum annuity for widows and dependents. The bill also provides for a minimum annuity of \$1,000 for widows and dependents of deceased Federal annuitants in the case of an offense involving the national security of the United States or restoration of annuities—including survivor benefits—prevailing during the time of comparative minor offenses having no relationship whatever to the national security. In many instances the offenses were so trifling there was no penalty and the individual continued in or returned to work and rendered long and faithful service until retirement. In these cases, there is no doubt of the individuals' complete loyalty or any semblance of an offense against the national security.

#### EARLY COMMENCING DATES FOR RETIREMENT ANNUITIES

Under H.R. 3828, passed by the House September 14, civil service retirement annuities will commence the first day after separation from the service if immediate benefits are payable or, in the case of deferred benefits payable at a certain age, the first day after the prescribed age is reached. Benefits of surviving widows and children will begin the day after the death of the employee or annuitant on whose service they are based. Under present law, annuities and survivor benefits commence the first of the month following separation from the service or death, as the case may be. The bill is particularly helpful for widows and children, since their survivor benefits will become payable immediately after death of the employee or annuitant whereas under existing law the benefits are not payable for periods of as much as 30 days after death.

#### POSTAL INSPECTOR

The committee approved three bills allowing postal inspectors and scientific research positions necessary for the carrying out of vital defense programs and other essential functions of the postal service.

S. 1615 authorizes two appointments in the Office of Inspection, Chief, and

present \$12,710-\$13,290, and amounts of \$17,500 and \$15,000 respectively, an increase from 1964. The number of supergrades is increased from 14,190 to 17,500—in the Treasury Department and a net increase of 3,310 supergrade positions available. Civil Service Commission for placement to other departments and against a considerable backlog of requests—of which 20 are pending for the Department of Health, Education and Welfare, 4 for the Bureau of Immigration and Naturalization Service, 1 for the Department of Labor, 15 for the Small Business Administration, and 1 for the U.S. Court of Military Appeals, among others. In these departments and agencies of executive positions is estimated to have a Commissioner of Social Security, Commissioner of Internal Revenue, Commissioner and Chief, Bureau of Internal Revenue, Commissioner of Customs, Commissioner of Agriculture, Commissioner of the National Science Foundation, Commissioner of the National Agricultural Research Service, and Commissioner of the National Bureau of Standards. Under the Civil Service Pay Act, is transferred to scientific research positions created by the bill. The Department of Agriculture, Education and Welfare, respectively are granted 11, 12, and additional scientific research posts in the salary range \$12,500-\$16,000.

Public Law 86-36 removes National Security Agency personnel from the Classification Act since the Agency's security functions make it inadvisable to place the Civil Service Commissioner in position classification and duty classification. It establishes the 50 existing Agency scientific research positions under the new act, and authorizes the Agency to fix salaries of other employees as justified by levels of responsibilities in relation to Classification Act salaries, with not more than 50 supergrades in the \$14,190-\$17,500 range.

H.R. 6059 increases from 212 to 272 the number of supergrades per salary range \$14,190-\$17,500—  
from 292 to 460, the number of scientific research positions—salary range \$14,190-\$19,000—in the Defense Department to perform necessary duties resulting in the greatly increased complexity of the tempo of our defense efforts.

#### POSTAL INSPECTOR

Unanimous House approval 7373 completed one of the fine interest actions ever undertaken to bring to fruition by a congressional committee in a timely fashion. The bill was greatly the result of the hard work of the Postmaster General and his staff, and the support of the American Postal Workers Union from U.S. mails to the post office department, and the support of the private sector.

This legislation is the result of the strength of the postal workers, the support of Congress, and especially the support of the American public.

bitter at the veritable flood of mail sent that is bombarding houses, schools, children, men, and women throughout the Nation.

The bill aims to a tribute to the unflinching zeal and the two-fold attack of our Postal Operations Subcommittee on the vicious traffic in淫秽 pictures, movies, and the like—now flowing through all the avenues of commerce—which has become a public scandal. The subcommittee, under the able chairmanship of the distinguished gentlewoman from Florida, Representative E. GANNAN, has developed and placed in a two-phase campaign to present to the public, as explained in the later discussion of the subcommittee, the following:

H.R. 7379 makes two important changes in the law. It extends from 20 days to 45 days the time in which the Postmaster General may detain mail addressed to any individual or firm which finds sending obscene or fraudulent material. The existing 20-day period is evidently inadequate. The only way to combat such filth is to get off the insular. How this can be done is left to the imagination. The second change authorizes the use of mail when "the public interest" is affected due to the obscenity, seditious nature of the matter, giving to the Postmaster General the authority to detain mail when necessary "for enforcement of the statute, including obscenity from the mails." This public interest standard is a tried and proved one which has been adopted by the Postmaster General in the case of other publications such as the Security and Exchange Commission, successfully in the public interest.

Public Law 84-459, pending in the Senate, revises and clarifies postage rate provisions which books, library books, and related materials are mailed at stamp rates. Either the third- or fourth-class rate or the book rate, whichever is higher, will apply to mailings of books and certain other educational materials. The Postmaster General may issue "phonograph records" for the purpose of "public entertainment." Periodicals, books, and bound or unbound forms, guides, and manuscripts at the book rate in any language, are exempted from the book and the library mail rate provisions.

#### THIRD-CLASS MAILING FEES AND RATES

Public Law 84-459 revises the minimum postage charge for third-class mail of one size or greater from 6 cents to 3½ cents. This revision eliminates serious hardship imposed by the 6-cent rate on charitable organizations, nurseries, and other small businesses and also removes difficulties operating problems arising in the Postal Establishment because of the 6-cent charge.

#### OTHER REGULATION

H.R. 163 went to the White House September 8, credit service—for retirement purposes—of U.S. commissioners,

who are compensated by fees, on the same basis used to credit such service companies by fees.

H.R. 8241 eliminates certain inequities which have operated to deprive former Members of Congress reemployed in appointed positions of their earned retirement annuities. Conditions affecting employment of former Members of Congress are placed on substantially the same basis now provided by law for other retired Government employees.

H.R. 8830, pending in the Senate, clarifies the law relating to sworn statements by publishers having second-class mail permits and extends to magazines the requirement—now applied to most newspapers—that the sworn statements show average number of copies of each issue sold or distributed to paid subscribers. The publishers support the bill, which will facilitate postal operations.

H.R. 5571, pending in the Senate, gives career postal employees with 20 years of service eligible for postmasterships of the offices if otherwise qualified, even though they do not reside in or near the office delivery point. Public Law 84-189 authorizes credit to postal revenues of commissions on toll charges in post offices amounts received by employees for business travel expenses and subsistence when engaged to appear officially in private litigation, and collections from a registered matter notwithstanding its original owner.

Public Law 84-53 facilitates the training of postmasters by specifically authorizing such training under the Government Employees Training Act. Public Law 84-507.

Public Law 84-122 eliminates from Government salary laws an obsolete provision which is contradictory to existing budget and appropriation procedures. This provision eliminated purportedly to authorize salary costs, incurred in part in one fiscal year and in part in the following fiscal year, to be charged to the following year appropriations.

#### OFFICIAL STUDIES AND INVESTIGATIONS

##### MANPOWER UTILIZATION SUBCOMMITTEE

The Subcommittee on Manpower Utilization has continued its study, begun in the 85th Congress, of the contracting out of Government responsibilities for administrative and management services, especially in the research and development of guided missiles. A preliminary report issued by the subcommittee in April points out several improvements made by the departments and agencies since the subcommittee began its investigation in November 1957. For example, the report shows that a recent Navy reorganization has corrected overlapping and duplication found within the Department of the Navy missile program at the time of the initial investigation.

Subcommittee hearings last December pointed up areas of possible conflict of interest in the Air Force ballistic missile program. The Secretary of the Air Force subsequently issued policy statements setting forth guidelines for research and development contractors dealing with hardware-producing contractors.

Among several other needed improvements, Department of Defense manpower turnover for military officers has been revised so as to be more flexible and thereby reduce personnel turnover. Turnover in several key job areas in the military departments having primary responsibility for missiles was found by the subcommittee to be excessive.

As a continuation of the subcommittee's analysis of the missile program, the subcommittee chairman on February 12 requested the General Accounting Office to conduct an investigation and furnish answers to several basic questions raised by the subcommittee in its study of the utilization of scientists and engineers in the missile programs of the Defense Department. Close liaison has been maintained with the General Accounting Office in the development of this information and, when it is received, the subcommittee plans to issue a final report on the utilization of manpower in the missile programs.

Public hearings were held in February extending the scope of the study to include the use of manpower in the missile program. The hearings, which resulted in House Report 362, 86th Congress, related primarily to the Government's policy of contracting out the training of military personnel.

This report indicates a policy trend in the field of Government contracting which if uncorrected may well lead to avoidance of primary responsibility imposed on Government departments and agencies. The growing habit of responsible Federal officials to fall back on the contracting device whenever faced with a difficult or unpleasant task is a radical departure from fundamental principles relating to the performance of duties and responsibilities of our Government. This tends to create waste and extravagance and undermines the morale of the career Government employee.

The report recommends that the Defense Department operate its own training program for personnel assigned to military assistance and advisory duties and reappraise its policies relating to contracting for management or personnel services and for the performance of functions historically performed by the Department.

Working with representatives of the Department of Defense, several civilian departments and the General Accounting Office, the subcommittee developed a new procedure, in the form of a manpower questionnaire, for determining manpower trends and for evaluating manpower programs and policies at local field activities. The General Accounting Office will use the manpower questionnaire in the course of its regular audits of the activities. This manpower questionnaire should provide considerably basic information that previously has been lost through editorial processes in the chain of command. Currently the manpower audit is being conducted by the General Accounting Office in three military installations and two civilian field activities.

During July the subcommittee held public hearings as a further continuation

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The investigation of the conduct of the Governmental employees of the Government on the contracting out of activities historically performed by the Government. Representatives of the General Services Administration, the Office of Civil and Defense Mobilization, and the International Cooperation Administration appeared uninvited. As a result of these hearings, the subcommittee set further consideration of certain matters such as the Government's policy of contracting out essential services, the Department of Defense practice of allowing defense contractors to impose their own rules and the allowances and benefits currently being paid personnel sent overseas by the International Cooperation Administration.

The subcommittee has increasingly noted the tendency for the military to contract to administer programs for contractors of civilian contractors which provide federal funds to the government. This practice has been used extensively to administer information systems and communications committees involved in the development of the number of contractors which have now have been established in the various committees and the degree of overlap and duplication of these committees with other organizations in the government. The materials of the November 1, 1976, The subcommittee meeting for the access period contains the following:

This Appendix contains a followup of the investigation conducted in the last year as follows: (1) House Report 7706, 94th Congress, entitled "Legislative Control of Federal Positions and Salaries," which showed that in recent years the classification and compensation structure has been rewritten and revised up to date by administrative action.

Second, hearings in the late fall, in accordance with past subcommittee policy, at which the military departments, some selected departments and agencies, the Bureau of the Budget, and the Service Commission will report on issues in improved manpower utilization. Among other matters for these hearings, the Department of Defense has been asked to collect information regarding personnel by the military departments of the citizens employed overseas. The information will include the number of stations, by major geographic areas, where work is performed and the benefits and allowances authorized for these employees.

Third, visits reviews of the results of the General Accounting Office use of the manpower (personnel) referred to above. It is expected that these reviews will point up local personnel and management problems at the activity level but also will indicate broader manpower areas of interest for the consideration of top management in the departments.

**POSTAL OPERATIONS SUBCOMMITTEE**

The Postal Operations Subcommittee devoted primary attention during the first session of the 94th Congress, to the growing problem of use of the U.S. mails for the dissemination of obscenity and pornography.

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The subcommittee conducted an intensive study directed toward corrective measures and held a number of hearings and conferences to obtain necessary information and recommendations from recognized authorities and from leaders in all governmental levels and in private industry.

The subcommittee study and hearings have demonstrated that the circulation of obscenity and pornography, and its effect on the youth of America, by no means are confined to material moving through the mails. Lewd and lascivious written movies, photographs, pictorial representations, and other unfit matter finds its way into the hands of men, women, and children indiscriminately from every conceivable source. Although the subcommittee's broad jurisdiction relates to the postal service, there is actually compelling reason to believe that one of the chief sources of obscene and pornographic material comes from commercial distribution and other means of communication to you, the consumer, in the form of books, magazines, motion pictures, and other nationally seen media. Moreover, it is the responsibility of the Federal Government to prevent the importation of obscene and pornographic material from the rest of the world, regardless of its source.

The traffic of obscene and pornographic material in our city, town, and rural areas is literally bombing the home and the school house down. We must continue to combat the scourge of obscenity and pornography in our society, the future leaders of our Nation. Not long ago, in Japan and other countries we have positive word in form of a formal and very important resolution between themselves and viewing of sexual literature and pictures and the frightening increase in juvenile crime and misbehavior.

Use of the U.S. mails is part of what appears to be a master plan for the wholesale promotion and conduct of commerce for profit in obscenity and pornography. The problem has reached such serious proportions as to be of grave concern to every decent man and woman in America. This traffic in filth is all the more vicious because its product is being aimed more and more to the young people and children—those known by the purveyors of filth to be the most susceptible and, therefore, the most likely source of ready income.

Thousands of fathers, mothers, teachers, ministers, priests, and laymen have asked intervention by the Congress to put a stop to unbridled dealing in smut. Many conscientious citizens have written to the subcommittee and to individual Members of Congress indicating their extreme concern and inquiring as to how they might unite with other right-thinking people in their communities to combat this menace to our society. The subcommittee plans to work in cooperation with these volunteers and with organized governmental, community, and civic groups which share our objective.

The subcommittee report entitled "Obscene Matter Sent Through the Mail," containing findings and recommendations as well as a suggested program for community action, will be issued in the near future. The report is intended, and should serve to bring the full power

of public indignation to bear upon those who would send and to encourage community and civic groups to take effective action against the unscrupulous firms and thoughtless people who deal for profit and sin with material taught in public welfare.

The subcommittee held public hearings in Washington during April and May to receive testimony on the Postmaster General and other officials regarding the present or proposed existing law which seems liable to be nonmeasurable. Reporting testimony was received from the legislative chairman of the Commission for Decent Publications, president of the National Catholic Men, the executive secretary of the Board of Christian & American Lutheran Church, the chairman of public affairs of the Association of Evangelicals, the National Council of Churches, and other members and leaders of the religious community. Bishop Michael J. McGivney, of the Supreme Court of Appeals, the U.S. district attorney, the chief administrator of the Municipal Court of Falls Church, the executive director of the Youth Study Center of Falls Church, and many other religious leaders and civic leaders.

On the basis of the results of these hearings, the subcommittee has the bill H.R. 7378, as originally introduced, which declares obscene material to be nonmeasurable and to make it a more useful and effective instrument for the protection of the public. This bill, which has passed the House una lomously, is discussed more fully above.

CIVIL SERVICE SUBCOMMITTEE

The 1st session of the 94th Congress was highlighted by virtual completion of the Civil Service Subcommittee program instituted in the 84th Congress, to improve and strengthen civilian personnel administration in the over-all activities of the Government. The subcommittee report, unanimous, is approved by the Post Office and Civil Service Committee and printed as House Report 2105. The Congress, certainly in a broad range of major recommendations relating to employment and working conditions of U.S. citizens employed by the Government abroad. These recommendations deal with four primary areas wherein corrective measures were found desirable as a result of a number of hearings and conferences held by the subcommittee in eight foreign nations in which the majority of Americans employ civilian workers assigned to duty.

The first such primary area of recommendation—that the competitive civil service be extended to American citizens employed overseas—was placed in effect by executive action in the 84th Congress in accordance with the subcommittee recommendation.

The second, for the establishment of an effective and suitable compensation and employment system for teachers and

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 personnel in schools conducted by the Department of Defense, and the Department's overseas personnel was placed in effect by Public Law 91-352, enacted earlier. This act provides for an up-to-date school system for teachers and other school personnel along the lines of the Department's primary and secondary school systems, and is expected to greatly facilitate and improve overseas school activities, while at the same time reducing personnel turnover and recruitment requirements to a minimum.

For clarification and coordination of the then widely varied policies concerning allowances and differentials for the several categories of overseas employees of the Government, H.R. 7768, approved by the House September 8, 1959, as noted earlier. This bill will improve the operation of national defense and other overseas activities of the Government through the establishment of a centralized and coordinated uniform system of allowances and differentials for overseas and non-resident Government employees incident to their overseas assignments.

The fourth major area of recommendations is the establishment of a clearly defined medical and health program for American citizens employed by the Government abroad, as embodied in H.R. 7769, a companion bill to H.R. 7768, whose hearings were completed during the first session of the 86th Congress. Like this bill, like the other committee recommendations, is approved by the administration, early action is expected in the second session to place the proposed medical and health program for overseas employees in effect so that all employees will have appropriate medical services and facilities on a reasonably uniform basis.

The subcommittee report and recommendations were highly commended in the White House, in these words:

"I would like to say first that this was an excellent report, carefully prepared and resulting from a comprehensive review of the facts. I believe the overseas hearings and the report recommend that the liaison between your office and both my White House office and the Civil Service Commission has been a fine example of cooperative effort between the legislative and executive branches of Government in developing sound legislation relating to personnel administration."

#### DATA AND GOVERNMENT STATISTICS SUBCOMMITTEE

The subcommittee on Census and Data and Government Statistics held hearings on the 1960 census, and the new computer developed by the Bureau of the Census to utilize modern, high-speed electronic data-processing equipment to obtain a faster publication of the 1960 census of statistics at lower cost. It is anticipated that the bulk of the reports will be issued at dates 12 to 18 months earlier than those corresponding reports 10 years earlier.

The Director of the Census Bureau described an auxiliary electronic device called the FOSDIC, standing for the initial letters of film optical sensing device for input to computers. This piece of

equipment will be used to microfilm questions, read the positioned marks entered by the enumerator, and transcribe the information to tape in the form of magnetic spots, ready to be read by the electronic computer. The FOSDIC tape will then be placed in the electronic computer where the results will be reviewed, tabulated, and finally transferred to other tapes for use on high-speed printing equipment.

Hearings were also held on the use of electronic data-processing equipment in other Government departments and agencies. The subcommittee hearings disclosed that there will be an increase of more than 300 percent in the number of Government employees engaged in office automation in the next 4 years. The present 4,000 employees engaged directly in the use of electronic data-processing equipment will increase to 13,000 by 1963.

Officers of the Bureau of the Budget and the General Accounting Office testified that they saw no danger that the growing trend to office automation will mean large-scale layoffs for Federal workers who have no experience or training in automation. They indicated that more open office automation has been adopted as a matter of necessity in order to get tasks done that could not be accomplished otherwise, rather than to get current work done by fewer employees.

It is contemplated that public hearings will be held at a later date, at which time representatives of business and leaders of industry and labor will be given the opportunity to testify with respect to the impact of Government reporting requirements. The subcommittee's approach to this inquiry will be with a view to reducing the cost to Government of obtaining and processing information and minimizing the burden upon business enterprises and the general public.

Representatives of the Bureau of the Budget, Bureau of the Census, and other Government agencies will be called upon to explain the part their agency plays in the Government's statistics operation.

It is also contemplated that further hearings will be held regarding the use of electronic data-processing equipment by Government departments and agencies. Inquiry will be made as to the position taken by the Bureau of the Budget on the findings and recommendations developed for the Bureau by the private management firm in its study of personnel problems of the U.S. Government in the adoption and use of electronic data-processing systems.

The subcommittee undertook a study of all statistical activities in the Federal Government. Inquiry is being made as to how many different agencies are asking the same people for identical or similar information. Information will also be developed to indicate the number and types of reports that businesses are required to submit to the various Government agencies.

Special attention will be given to eliminating outdated reports which may at one time have served a useful purpose but which are no longer in use. The

study will include development of methods and the cost involved of all departments and agencies in the collection, compilation, preparation, and publication of other reporting of statistical data. The study will include not only those statistical activities which the department or agency conducts directly, but also those conducted by firms or organizations outside the Government under contractual arrangements.

The Federal statistical system is distinguished by decentralization and complexity. Although the Bureau of the Census is a large, well-equipped organization with a variety of statistical functions, it has by no means a monopoly on data collection and compilation. Over 60 bureaus, services, commissions, administrations, boards, and other agencies have important statistical functions. In addition, other agencies, while not considering their activities as statistical, collect or compile data for administrative, regulatory, or operating purposes. The actions of the public's budget of Government affect the transmission of business must recognize that a wide ground is to be sought. It must be conceded that the Government and the public, including business itself, need detailed and timely statistical information and that at least some of it can be collected efficiently only by the Federal Government. However, unrelenting attention must be devoted to limiting the burden to the least amount consistent with the needs and benefits. In this connection the subcommittee is in the process of drafting a report entitled, "Business Reporting Requirements of the Federal Government."

#### A Year of Progress

#### EXTENSION OF REMARKS

#### HON. THOMAS J. LANE

OF MASSACHUSETTS

IN THE HOUSE OF REPRESENTATIVES

Monday, September 14, 1959

MR. LANE. Mr. Speaker, under leave to extend my remarks in the Radio, I wish to include a very interesting editorial which appeared in a recent issue of the National News, official newspaper of the Veterans of World War I of the U.S.A., Inc.:

#### A Year of Progress

The official year for National Committee Fred J. Hollenbeck, of the Veterans of World War I comes to an end in approximately 12 weeks. During the 12 months that have elapsed since the national convention in Springfield, Ill., last year, the committee has been on new state.

As of August 31, the membership of the Veterans of World War I stood at 141,000, a gain of nearly 30,000 members. During the same period of time, the number of barracks amounted to 1,972, an increase of 514 over the 1958 total. Three new departments were instituted bringing to 48 the State organizations now functioning.

True, the group did not fare too well in the legislative front. The passage of H.R. 7550 was strenuously opposed by the

was of World War I. But in this instance the cards were stacked. Approved For Release 2003/04/23 : CIA-RDP90-00610R00160031-6  
from the very beginning. The measure was rammed through the House of Representatives under a special rule which virtually cut off debate. When the bill came to the Senate, only Senator WARREN MORAN of Oregon put up a determined fight against the proposal. He could enlist but 13 other Senators to go along with his amendment which would have granted veterans of World War I a pension of \$20 per month at age 65 subject to income limitations.

This action grants up most effectively the elastic need for additional members. Only increased membership can the veterans of World War I impress the Congress on matters of legislation. An surprising start has been made by Commander Hollenbeck and his national Chief of Staff M. George Deutsch, only assisted by other national officers and the entire membership of the group.

Many persons skilled in organization work feel that what is needed is a professional organizer who can go out of the barracks and stimulate a grassroots recruiting drive. An activity of this nature costs money but if successful would return benefits for the rest of the population. Undoubtedly, a national personnel will be selected on the basis of merit and will be considered seriously by the delegates to the convention.

Congratulations to the national committee and his national officers for a remarkable start.

#### The Tight Money Policy—Who Loses and Who Gains

#### EXTENSION OF REMARKS

HON. GEORGE M. RHODES,

IN THE HOUSE OF REPRESENTATIVES  
Monday, September 14, 1958

Mr. RHODES of Pennsylvania. Mr. Speaker, the Eisenhower administration's fiscal and debt management policies have been extremely costly to the American people. Tight money, high interest rate policies have picked the pockets of the average citizen and the small businessman and resulted in windfall gains to large banks and other financial interests. These administration policies have produced a topheavy economy, caused inflation, curtailed our economic growth, and brought recession, unemployment, and unnecessary human suffering.

Under leave to extend my remarks, I include the following analysis of the losers and gainers from the administration's tight money policy, prepared by the National Farmers Union and appearing in their Washington newsletter for September 11, 1958:

#### The Tight Money Policy—WHO LOSES AND WHO GAINS

Congressional debate about raising interest rates on Government bonds is highlighting a critical economic policy which affects nearly everyone in the country. Farmers, who always need credit to carry on operations, have been hit directly by higher interest rates. They have also been hit indirectly, along with a great many other people. And the administration's tight money policy is getting even tighter, not looser.

Here are the essential facts on this complicated subject. Some of the figures are so

big that they are almost incomprehensible, but fit into the picture.

#### HOW DID IT ALL START?

Nine days after President Eisenhower took office, his Secretary of the Treasury offered Government securities at 2 1/4 or 3 1/4 percent to replace the previous rate of 1 1/2 percent. This is how the Government regularly borrows money to meet expenses, but the increased rate added more than \$30 million to the U.S. taxpayer's bill for repaying the public debt. It was to be followed by a series of many similar increases which have not yet stopped (although suspended for a while a few years ago).

Why was it done? The explanation was that higher interest rates would dampen the economy, preventing any further inflation.

#### WHAT IS THE TIGHT MONEY POLICY?

The new Secretary of the Treasury was George Humphrey, industrialist and financier. His new deputy, who handles monetary policy, was W. Randolph Burgess, who had been board chairman of National City Bank, one of New York's largest, and long an advocate of higher interest rates.

Tight money is now a definite part of the administration's policy and is supported by the independent Federal Reserve Board, which can help any President force some law if it wants to.

#### WHAT WAS THE IMPACT?

As soon as Treasury borrowings started paying more in interest rates, other rates were naturally raised to make them equally attractive to investors. A vicious circle was created which still prevails because the U.S. Treasury is the pacemaker.

In quick succession, rates were increased on private bank loans, farm price support loans, FHA loans to home buyers, GI housing loans, installment credit, municipal bonds and nearly everything involving an interest charge.

#### WHAT WAS NEWEST?

Persons and institutions with money to lend received a windfall almost immediately because they could lend their money for a higher return.

The total benefits to banks for the same were estimated by Seymour Harris, noted Harvard economist, to be \$600 million a year from every 1 percent the Treasury succeeded in raising interest rates and ultimately \$1 billion a year by virtue of the general increase in total bank assets. (Nearly one-third of the public debt is loaned by commercial banks.)

This windfall was all the sweeter because it came at a time when bank profits were booming. U.S. bank income the year before (1952) reached a record high of more than \$5 billion.

Net profits, after taxes, also hit a new high—\$600 million, according to the Federal Deposit Insurance Corporation's official report. FDIC pointed out that the most striking earnings development was growth of income from loans (interest payments), which was 16 percent above the previous year and double what it had been 5 years before. This trend has continued.

#### WHO LOSES FROM TIGHT MONEY?

Anyone who is a debtor automatically loses from having to pay more for borrowed money—and some will have to continue to pay it for 25 years or so, even if rates on new loans go down. There are also other losers.

Taxpayers: This is the biggest group of losers.

In 1954 before the tight money policy, it cost taxpayers \$5.5 billion every year to pay interest on the national public debt. Eisenhower estimates it will cost \$8.5 billion in 1960—an increase of nearly one-half.

This is more than the entire cost of the Federal Government in any New Deal year before World War II.

Between now and the end of 1960, the ~~ORIGINALLY~~ <sup>Release 2003/04/23 : CIA-RDP90-00610R00160031-6</sup> about \$100 billion (mostly to pay off maturing bonds which were issued at the old, much lower rates). Each boost of one-fourth of 1 percent would add \$250 million to the cost of carrying the debt each year. In 20 years it would add up to \$6 billion.

An increase of 1 percent on the \$100 billion borrowing would add \$1 billion a year, or \$30 billion in 20 years, to taxpayer burdens.

None of this increased cost gives the taxpayer any additional service. In fact, it eventually increases the cost of whatever other services he must buy.

Effect on other debts: The Federal debt is only about one-third of all debts in the country—State, local, business, consumer, etc. The rest of the debt in the United States—over \$700 billion—is also affected.

The economy is paying \$8 to \$10 billion more this year for the use of money than it would have paid at 1952 rates, before the tight-money policy started.

About \$100 billion of personal, corporate, State, and local debt will be regenerated between now and the end of 1960. An increase of only one-quarter of 1 percent on this will add \$25 million to the cost of this debt in the first year alone. At 1 percent, however, it would add \$1 billion the first year. (The little businessmen, particularly the smaller ones who cannot issue securities or sell stock to raise capital.)

It also hits community services by raising the cost of bonds for public improvements such as schools, highways, and sewerage.

Effect on individuals: Every person who has borrowed money since 1952 or does so in the near future has been hit personally by higher interest rates. This group includes:

Home buyers: Interest rates on FHA-financed homes have been raised several times. In 1952 a \$10,000 FHA loan at 4 percent for 25 years would cost a total of \$15,000 to repay (including \$6,540 interest). In 1958, the same loan—now cost 5 1/4 percent at maturity—will cost a total of \$19,000 (of which \$8,700 is interest).

This increased cost of \$2,100 is roughly equivalent to one bedroom and a bath.

Corresponding increases have been ordered on GI home loans and have taken place in private home financing.

Installment credit: About 60 percent of all auto and major household appliances are bought on installment credit, especially by low-income families, of course.

A mere one-half of 1 percent increase, for example, on a \$2,000 balance on the purchase price of a car financed over 24 months would boost total interest payments from \$630 to \$840, or more than 3 percent higher.

Farmers: The USDA index of interest payable on an acre of real estate has risen from 104 in January of 1958 to 156 at the present time—a boost of four-fifths.

Loans available from the Farmers Home Administration (only when private credit is not available) have been boosted from 6 to 8 percent—one-fourth.

Cooperative credit institutions such as FCA's have had to follow the Government's lead and increase rates substantially.

Rural electrification loans are still fixed by law at 3 percent, but the administration is fighting for an increase which would double interest costs, pointing to the increased cost of Government borrowing as its reason.

#### NATIONAL POLICY

These are some of the hard facts involved in the current reluctance, if not refusal, of Congress to give President Eisenhower authority to boost the interest rates on most Government bonds even higher. Meanwhile, Congress has felt it necessary to let him increase the rates on ordinary savings bonds so that people will not continue to cash them in large quantities in order to

Legislative History? or  
for what purpose are  
you keeping these?

*See all papers.*

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## HISTORICAL BACKGROUND OF THE CENTRAL INTELLIGENCE AGENCY

*48*

This paper, a study of the history of the Central Intelligence Agency, including pertinent materials on World War II intelligence organizations and plans for the postwar era, has been prepared by the Office of General Counsel, Central Intelligence Agency, as an aid to the better understanding of the present structure and functions of the Agency. While the United States has engaged in intelligence activities since its founding, it was not until the events of the early 1940's showed the need for an efficient, fast-moving intelligence service, that such an organization on a governmentwide basis was conceived and developed. The results of this effort culminated in the formation of the Central Intelligence Agency.<sup>1</sup>

## WORLD WAR II

Coordinator of Information

The events which foretold the advent of the second world war provided the impetus for forming a number of Government organizations which later served as the foundation for the United States intelligence activity during the war. By an Executive Order dated 8 September 1939, President Franklin Roosevelt provided for an office for emergency management "in the event of a national emergency" or the threat of one. Such an office was subsequently established on 25 May 1940. By an administrative order of 7 January 1941, the functions of the office were modified and further defined and included advising and assisting the President in time of emergency, coordinating emergency activities of the Government and informing the President as to the various agencies' progress in emergency matters.

Six months later, the forerunner of a centralized intelligence service was established under the Coordinator of Information. William J. Donovan was named to the position. He had authority from President Roosevelt to:

"Collect and analyze all information and data, which may bear upon national security; to correlate such information and data, and to make such information and data available to the President and to such departments and agencies as the President may determine, and to carry out, when requested by the President, such supplementary activities as may facilitate the securing of information important for national security not now available to the Government." <sup>2</sup>

The Coordinator of Information was to have access to information and data within the various departments and agencies but he was not to interfere with or impair the duties and responsibilities of the President's regular military and naval advisers. To assist him, the Coordinator could appoint committees of representatives of the various departments and agencies. Colonel Donovan was to receive no compensation but was entitled to transportation subsistence and other

Insert before the 1st paragraph on page 10.

Indicative of the type of testimony leading to this comment was that given the Senate Committee on Military Affairs, by General Marshall on October 18, 1945, when he stated:

"Intelligence relates to purpose as well as to military capacity to carry out that purpose. The point, I think, is we should know as much as we possibly can of the possible intent and the capability of any other country in the world. . . .

Prior to entering the war we had little more than what a military attache could learn at a dinner, more or less, over the coffee cups. . . . Today I think we see clearly we must know what the other fellow is planning to do, in our own defense. . . . The important point is that the necessity applies equally outside of the armed forces. It includes the State Department and other functions of the Government, and it should therefore be correlated on that level." <sup>16.</sup>

*NY Times, October 19, 1945, p. 3, col. 1, 2~~and~~  
16. ~~Intelligence~~ ~~before the H~~  
~~Intelligence Service Committee~~,  
8/20/52, J. 1, p. 52. (1942)*

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continucus coordination on a high level within the Government of our domestic, foreign and military policies, for an appropriate intelligence organization to serve both military and civilian agencies of security . . ."

The postwar Congressional investigations into the Pearl Harbor disaster have been cited as one of the compelling reasons for the establishment of the Central Intelligence Agency. As a result of its investigation in December of 1946, the House Committee on Military Affairs issued "A Report On the System Currently Employed in the Collection, Evaluation and Dissemination of Intelligence Affecting the War Potential of the United States," which recognized the need for strong intelligence as the "nation's first line of defense." The Committee made nine recommendations:

Recommendation 1: That the National Intelligence Authority, established on January 22, 1946, by Presidential directive, be authorized by act of Congress (This is designed to give the new authority a firmer base.)

Recommendation 2: That the National Intelligence Authority shall consist of the Secretaries of State, War, and the Navy, or deputies for intelligence. (The Secretaries are obviously too busy to give this highly important subject the attention it deserves.)

Recommendation 3: That the Central Intelligence Group receive its appropriations direct from the Congress. (At present the Group receives its appropriations as grants from the State Department, War Department, and the Navy Department, an unwieldly and sometimes awkward procedure.)

Recommendation 4: That the Central Intelligence Group have complete control over its own personnel. (At present the Group receives drafts from the Departments of State, War, and Navy.)

Recommendation 5: That the Director of the Central Intelligence Group be a civilian appointed for a preliminary term of 2 years and a permanent term of 10 years, at a salary of at least \$12,000 a year.

(A civilian would be less subject to the control or criticism of any military establishment, less likely to have ambitions in another direction, would be more in keeping with American tradition, would be more symbolic of the politico-military nature of the problem posed by intelligence in peacetime; furthermore, there is nothing to keep a qualified Army or Navy officer from accepting the post in civilian clothes, and there is every desire, by setting the tenure of office at 10 years and making the salary substantial, to make the post attractive to one who has learned intelligence thoroughly in the Army, Navy, or Foreign Service of the State Department. Continuity of service is recognized as very important.)

Recommendation 6: That the Director of the Central Intelligence Group be appointed by the President, by and with the consent of the Senate.

17. S. Rep. No. 229 80<sup>th</sup> Cong., 1<sup>st</sup> Sess. (1947)

18. New Approach For Release 2003/04/23 : CIA-RDP90-00610R000100160031-6

19. H.R. Rep. No. 2734, 79<sup>th</sup> Cong., 2<sup>nd</sup> Sess. (1946)

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Recommendation 7: That the Director of Central Intelligence shall (1) accomplish the correlation and evaluation of intelligence relating to the national security, and the appropriate dissemination within the Government of the resulting strategic and national policy intelligence, and in so doing making full use of the staff and facilities of the intelligence agencies already existing in the various Government departments; (2) plan for the coordination of such of the activities of the intelligence agencies of the various Government departments as relate to the national security and recommend to the National Intelligence Authority the establishment of such over-all policies and objectives as will assure the most effective accomplishment of the national intelligence mission; (3) perform, for the benefit of said intelligence agencies, such services of common concern related directly to coordination, correlation, evaluation, and dissemination as the National Intelligence Authority shall determine can be more efficiently accomplished centrally; (4) perform such other similar functions and duties related to intelligence affecting the national security as the Congress and the National Intelligence Authority may from time to time direct. It is specifically understood that the Director of Central Intelligence shall not undertake operations for the collection of intelligence.

(This paragraph is intended to enable the Central Intelligence Group to concentrate on the analysis and evaluation of high-level intelligence for the President and others who have to determine national policy. One should not remove any intelligence operation from the agencies where day-to-day policies and decisions have to be made; the collection and basic analysis in each field of intelligence should be assigned to the agency having primary responsibility in that field.)

Recommendation 8: That Paragraphs 2, 4, 5, 6, 7, 8, 9, and 10 of the Presidential directive of January 22, 1946, relating to the establishment of a National Intelligence Authority be enacted into law, with such revisions in wording as may seem necessary.

(The President's directive was carefully prepared and had at the time of its publication, the support of the interested agencies.)

Recommendation 9: That the Army be requested sympathetically to examine further the question of the establishment of an Intelligence Corps for the training, development, and assignment of especially qualified officers.

In July 1946, a draft of enabling legislation for a proposed Central Intelligence Agency (CIA) was sent to the White House by the Central Intelligence Group. It called for a National Intelligence Authority (NIA) consisting of the Secretaries of State, War, and Navy, a personal representative of the President and the "Director of the Central Intelligence Agency" as a non-voting member. The NIA was to supervise the activities of CIA. It was

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provided that CIA was to be established "with a Director who shall be the head thereof." In December a more detailed and comprehensive draft was submitted to the White House which reflected the experience gained after 10 months of operation under the 22 January 1946 Executive Order.

In proposing this legislation CIG attempted to overcome the unworkable features of its charter, one of the most glaring of which was the necessity for CIG to obtain personnel from the State, War and Navy Departments. It was not until well into the summer of 1946 that arrangements were made for CIG to hire personnel directly. Budgetary problems also were very difficult to handle until agreement was reached which established a working fund at the disposal of the CIG. Fortunately for CIG all of the departments and agencies of the Government and particularly the Bureau of the Budget, the General Accounting Office and the State, War, Navy and Treasury Departments, were quick to realize the special administrative problems which arose in the administration and operations of an intelligence agency. They made possible the arrangements which enabled the agency to operate. However, the manner of administrative and logistical support was always considered to be of a temporary nature pending the passage of some form of military unification legislation.

One of the drafts of enabling legislation had incorporated the term "with a Director of Central Intelligence who shall be the head thereof." This particular wording was the same as the terminology in the 22 January directive. Its apparent purpose was to create a post to be filled by an official, responsible for the centralized intelligence functions for the entire Federal Government, with an intelligence agency to assist him.

In January 1947, at the time this proposed legislation was being studied at the White House, President Truman announced that the War and Navy Departments had agreed on a legislative program for unification of the armed services. Shortly thereafter, a serious effort was made to draft unification legislation for submission to Congress. A team consisting of Vice Admiral Forrest Sherman, Major General Lauris Norstad and Charles Murphy, Administrative Assistant to the President, was selected to write the White House version of the National Defense Act of 1947.

The draft which resulted made the CIA the coordinating agency for intelligence, apparently adapting to the intelligence field the example made in earlier military unification proposals, which envisioned a single defense organization to which was attached a number of coordinating agencies, some for inter-military departmental coordination, and others for military-civilian coordination.

The team did not include in their draft many of the more controversial proposals contained in the December CIG draft probably because of anticipated difficulties in getting them through Congress. Instead, they sought simply to lay down the broad framework of a central intelligence service upon which the detailed organization could later be developed.